# Evaluating Overhead Savings During Source Selections

Capt Bill Ward
Air Force Institute of Technology
Wright-Patterson AFB
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### **OVERVIEW**

- ➤ Best Value
- Overhead Savings
- ➤ Prior Source Selection Evaluations
- **Conclusion**

### Best Value

- ➤ 4 Levels of Evaluated Cost
  - ➤ Proposal Price
  - ➤ Direct Costs
  - ➤ Indirect Costs
    - ➤ Dollarization of Overhead Savings
  - ➤ Other Strengths/Weaknesses/Risks

### Overhead Rates

- Overhead rates
  - Cost pool divided by specified allocation base (labor hours, machine hours, etc)
- ➤ Changes to Overhead rates
  - If allocation base increases at a greater rate than the cost pool, then overhead rates will decrease

## Overhead Savings

- During source selections, bidders can receive proposal credit for overhead savings if the addition of the new workload results in savings to the existing workload
- Overhead Savings
  - ➤Old rate new rate \* existing workload

## Overhead Savings

### Before New Work

- Cost Pool
  - > \$1000
- **Labor Hours** 
  - **>** 100
- Overhead Rate
  - > \$10/hr

- > After New Work
- Cost Pool
  - > \$1200
- **Labor Hours** 
  - **>** 150
- Overhead Rate
  - > \$8/hr

Overhead Savings = (\$10-\$8) \* 100 = \$200

## Background

- ➤ Overhead Savings have been evaluated in several recent Public-Private Competitions
  - ➤ C-5 Maintenance Competition
  - ➤ Sacramento ALC Competition
  - ➤ Propulsion Business Area Competition

## Policy Guideline

➤ "An adjustment shall be made to each public or private contract proposal price for identified and reasonable overhead costs/savings to other government workloads performed by the offeror that would be realized during contract performance"

» 20 Dec 97 from SAF AQ/FM

## C-5 Maintenance Competition

- Workload for Annual C-5 Overhaul
  - > \$750M over 7 yrs
- Public Bidder Warner-Robins ALC
- Winner Warner-Robins ALC
- Overhead Savings was the determining factor

## C-5 Maintenance Competition

- ➤ Used Overhead Rate Impact (ORI) Model
  - ➤ Also known as "GAO" model
  - ➤ Used in 1996 GAO report to evaluate depot excess capacity

			OVERHEAD	RATEIMPACT	MODEL		
FY98 DPAH	6,000,000.0						
Added Workload - Similar	1,000,000.0						
Total FY98 Workload (+ New)	7,000,000.0						
			Rate Impact	Calculations			
					Added		
		FY98	% Variable	Rate	Hours to		
	FY98 Costs	Rate	Similar Wkld	Similar Wkld	nilar Worklo	Costs to	Totals
DIRECT							
Total Direct	\$167,250,000	\$27.88	100.00%	\$27.88	1,000,000	\$27,875,000	\$195,125,000
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PRODUCTION OVERHEAD							
INDIRECT							
Indirect Civilian Labor	\$ 26,778,000	\$4.46	70.00%	\$3.12	1,000,000	\$ 3,124,100	\$ 29,902,100
Indirect Military Labor	\$ 72,000	\$0.01	0.00%	\$0.00	1,000,000	\$ -	\$ 72,000
Ind Material U6100	\$ 12,360,000	\$2.06	100.00%	\$2.06	1,000,000	\$ 2,060,000	\$ 14,420,000
Ind Material U6300	\$ 2,970,000	\$0.50	0.00%	\$0.00	1,000,000	\$ -	\$ 2,970,000
Engine Fuel U6511	\$ -	\$0.00	100.00%	\$0.00	1,000,000	\$ -	\$ -
Equip U66/80	\$ 1,080,000	\$0.18	100.00%	\$0.18	1,000,000	\$ 180,000	\$ 1,260,000
Indirect Other Expense	\$ 5,586,000	\$0.93	79.00%	\$0.74	1,000,000	\$ 735,490	\$ 6,321,490
Total Indirect	\$ 48,846,000	\$8.14		\$6.10	1,000,000	\$ 6,099,590	\$ 54,945,590
							\$ -
SHOP SUPPORT							\$ -
Total Shop Support	\$156,018,000	\$26.00		\$7.56	1,000,000	\$ 7,560,800	\$163,578,800
							\$ -
Total Production Overhead	\$204,864,000	\$34.14		\$13.66		\$13,660,390	\$218,524,390
							\$ -
GENERAL & ADMINISTRATION							\$ -
Total General & Administration	\$ 31,842,000	\$5.31		\$0.14		\$ 140,250	\$ 31,982,250
							\$ -
						\$13,800,640	\$ 13,800,640
TOTAL EXPENSE RATE/DPAH	\$403,956,000	\$67.33				\$41,675,640	\$445,631,640
	_		Wrap				
	Costs	Hours	Rate	Direct	Prod O/H	G&A	
FY 98 Without New Workload (DPAH)	\$403,956,000	6,000,000	\$67.33	\$ 27.88		\$ 5.31	
FY 98 With New Workload (DPAH)	\$445,631,640	7,000,000	\$63.66	\$ 27.88	\$ 31.22	\$ 4.57	
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	O/H hourly ra			\$ 39.45 \$ 35.79			
	O/H hourly ra		<u>'</u>	\$ 35.79 \$ 3.66			
	O/H Hourly ra	le savings	-	φ 3.00			
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		OVERHEAD	RATE IMPACT	MODEL		
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				Added		
	FY98	% Variable	Rate	Hours to		
FY98 Costs	Rate	Similar Wkld	Similar Wkld	nilar Worklo	Costs to	Totals
\$167,250,000	\$27.88	100.00%	\$27.88	1,000,000	\$27,875,000	\$195,125,000
\$ 26,778,000		70.00%	\$3.12	1,000,000	\$ 3,124,100	\$ 29,902,100
\$ 72,000	\$0.01	0.00%	\$0.00	1,000,000	\$ -	\$ 72,000
		100.00%	\$2.06	1,000,000	\$ 2,060,000	\$ 14,420,000
				1,000,000		\$ 2,970,000
\$ -	\$0.00	100.00%	\$0.00	1,000,000		\$ -
\$ 1,080,000		100.00%	\$0.18	1,000,000		\$ 1,260,000
\$ 5,586,000	\$0.93	79.00%	\$0.74	1,000,000		\$ 6,321,490
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						\$ -
\$156,018,0 <b>0</b> 0	\$26.00		\$7.56	1,000,000	\$ 7,560,800	\$163,578,800
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\$204,864,000	\$34.14		\$13.66		\$13,660,390	\$218,524,390
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\$ 31,842,000	\$5.31		\$0.14		\$ 140,250	\$ 31,982,250
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\$403,956,000	\$67.33				\$41,675,640	\$445,631,640
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			OVERHEAD	RATE IMPACT	MODEL		
FY98 DPAH	6,000,000.0						
Added Workload - Similar	1,000,000.0						
Total FY98 Workload (+ New)	7,000,000.0						
			Rate Impac	t Calculations	1		
					Added		
		FY98	% Variable	Rate	Hours to		
	FY98 Costs	Rate	Similar Wkld	Similar Wkld	nilar Worklo	Costs to	Totals
DIRECT						0001010	1 0 0 0 0 0
Total Direct	\$167,250,000	\$27.88	100.00%	\$27.88	1,000,000	\$27,875,000	\$195,125,000
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PRODUCTION OVERHEAD							
INDIRECT							
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Engine Fuel U6511	\$ -	\$0.00	100.00%	\$0.00	1,000,000	\$ -	\$ -
Equip U66/80	\$ 1,080,000	\$0.18	100.00%	\$0.18	1,000,000	\$ 180,000	\$ 1,260,000
Indirect Other Expense	\$ 5,586,000	\$0.93	79.00%	\$0.74	1,000,000	\$ 735,490	\$ 6,321,490
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Total Production Overhead	\$204,864,000	\$34.14		\$13.66		\$13,660,390	\$218,524,390
							\$ -
GENERAL & ADMINISTRATION							\$ -
Total General & Administration	\$ 31,842,000	\$5.31		\$0.14		\$ 140,250	\$ 31,982,250
							\$ -
						\$13,800,640	\$ 13,800,640
TOTAL EXPENSE RATE/DPAH	\$403,956,000	\$67.33	`			\$41,675,640	\$445,631,640
			Wrap				
	Costs	Hours	Rate	<u>Direct</u>	Prod O/H	G&A	
FY 98 Without New Workload (DPAH)	\$403,956,000	6,000,000	\$67.33	\$ 27.88		\$ 5.31	
FY 98 With New Workload (DPAH)	\$445,631,640	7,000,000	\$63.66	\$ 27.88	\$ 31.22	\$ 4.57	
	O/H hourly ra			\$ 39.45			
	O/H hourly ra			\$ 35.79			
	O/H hourly ra	te savings		\$ 3.66			
	O/H Savings re	  sculting fro	m C-5 wkld	\$21 986 023			
	On Savings 16	January 110	JIII G-J WKIU	Ψ21,300,023			

					Added		
		FY98	% Variable	Rate	Hours to		
	FY98 Costs	Rate	Similar Wkld	Similar Wkld	Similar Workload	Costs to	Totals
PRODUCTION OVERH	EAD						
INDIRECT							
Indirect Civilian Labor	\$ 26,778,000	\$4.46	70.00%	\$3.12	1,000,000	\$ 3,124,100	\$ 29,902,100
Indirect Military Labor	\$ 72,000	\$0.01	0.00%	\$0.00	1,000,000	\$ -	\$ 72,000
Ind Material U6100	\$ 12,360,000	\$2.06	100.00%	\$2.06	1,000,000	\$ 2,060,000	\$ 14,420,000

- -Indirect Civilian Labor has an existing OH rate of \$4.46.
- -Since new workload is 70% variable, new rate is 4.46 \* .7 = 3.13
- -Indirect Military Labor is 0% variable, so costs do not change
- -Indirect Material is 100% variable, so rate does not change.

			OVERHEAD	RATEIMPA	CT	MOD	EL			
FY98 DPAH	6,000,000.0									
Added Workload - Similar	1,000,000.0									
Total FY98 Workload (+ New)	7,000,000.0									
			Rate Impact	Calculation	ons					
						Ad	ded			
		FY98	% Variable	Rate		Hou	ırs to			
	FY98 Costs	Rate	Similar Wkld	Similar Wk	ld	ıilar '	Workle	C	osts to	Totals
DIRECT								-		
Total Direct	\$167,250,000	\$27.88	100.00%	\$27.88		1,00	0,000	\$2	7,875,000	\$195,125,000
PRODUCTION OVERUEAR										
PRODUCTION OVERHEAD										
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Indirect Civilian Labor	\$ 26,778,000	1	70.00%	\$3.12			0,000		3,124,100	\$ 29,902,100
Indirect Military Labor	\$ 72,000	\$0.01	0.00%	\$0.00			0,000	\$	-	\$ 72,000
Ind Material U6100	\$ 12,360,000	\$2.06	100.00%	\$2.06			0,000		2,060,000	\$ 14,420,000
Ind Material U6300	\$ 2,970,000	1 '	0.00%	\$0.00			0,000	\$		\$ 2,970,000
Engine Fuel U6511	\$ -	\$0.00	100.00%	\$0.00			0,000	\$	-	\$ -
Equip U66/80	\$ 1,080,000	1	100.00%	\$0.18			0,000	\$	180,000	\$ 1,260,000
Indirect Other Expense	\$ 5,586,000	\$0.93	79.00%	\$0.74			0,000	\$	735,490	\$ 6,321,490
Total Indirect	\$ 48,846,000	\$8.14		\$6.10		1,00	0,000	\$ (	6,099,590	\$ 54,945,590 \$ -
SHOP SUPPORT										\$ -
Total Shop Support	\$156,018,000	\$26.00		\$7.56		1,00	0,000	\$	7,560,800	\$163,578,800
Total Production Overhead	\$204,864,000	\$34.14		\$13.66				\$1:	3,660,390	\$ - \$218,524,390
GENERAL & ADMINISTRATION										\$ - \$ -
Total General & Administration	\$ 31,842,000	\$5.31		\$0.14				\$	140,250	\$ 31,982,250
										\$ -
								\$13	3,800,640	\$ 13,800,640
TOTAL EXPENSE RATE/DPAH	\$403,956,000	\$67.33						\$4	1,675,640	\$445,631,640
			Wrap							
	Costs	Hours	Rate	Direct		Pro	d O/H		G&A	
FY 98 Without New Workload (DPAH)	\$403,956,000	6,000,000	\$67.33	\$ 27	.88	\$	34.14	\$	5.31	
FY 98-With New Workload (DPAH)	\$445,631,640	7,000,000	\$63.66		.88	\$	31.22	\$	4.57	
			-							
	O/H hourly ra	te without	C-5	\$ 39	.45					
	O/H hourly ra				.79					
	O/H hourly ra				.66					
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			Wrap				
	Costs	<u>Hours</u>	Rate		<u>Direct</u>	Prod O/H	G&A
FY 98 W/O New Workload	\$ 403,956,000	6,000,000	\$67.33	\$	27.88	\$ 34.14	\$ 5.31
FY 98 With New Workload	\$ 445,631,640	7,000,000	\$63.66	\$	27.88	\$ 31.22	\$ 4.57
Production OH W/O C-5	\$ 204,864,000						
Production OH With C-5	\$ 218,524,390						
	O/H hourly rate	without C	-5	\$	39.45		
	O/H hourly rate	with C-5		\$	35.79		
	O/H hourly rate	e savings		\$	3.66		
	O/H Savings re	sulting fror	n C-5 wkld	\$21	1,986,023		

OH rate without C-5 workload is \$204,864,000/6,000,000 = \$34.14

OH rate with C-5 workload is \$218,524,390/7,000,000 = \$31.22

			OVERHEAD	RATEI	MPACT	MOI	DEL			
FY98 DPAH	6,000,000.0									
Added Workload - Similar	1,000,000.0									
Total FY98 Workload (+ New)	7,000,000.0									
			Rate Impact	Calcu	ılations					
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		FY98	% Variable	Rate		Но	urs to			
	FY98 Costs	Rate	Similar Wkld	Simila	r Wkld	nilar	Worklo	C	osts to	Totals
DIRECT										1 0 10.10
Total Direct	\$167,250,000	\$27.88	100.00%	\$27.8	3	1.0	00,000	\$2	7,875,000	\$195,125,000
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PRODUCTION OVERHEAD										
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Engine Fuel U6511	\$ -	\$0.00	100.00%	\$0.00		1,0	000,000	\$	_	\$ -
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	<u>Costs</u>	<u>Hours</u>	<u>Rate</u>		<u>rect</u>	Pro	od O/H		<u>G&amp;A</u>	
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	O/H hourly ra	te without	C-5	\$	39.45					
	O/H hourly ra			\$	35.79					
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	O/H Savings re	141 6		-		-				

# C-5 Maintenance Competition ORI Model

- > Strengths
  - > Easy
  - > Fast

- > Weaknesses
  - Only good for toplevel analysis
  - Rates not connected to bid
  - Assumes same indirect cost pools across all programs
  - ➤ Inputs for % Variable factor questionable

## Lessons Learned from C-5 Competition

- Top level analysis did not provide accurate enough information
- Looking for a more detailed analysis in future source selections
- > Validity of out-years savings is questionable
  - > C-5 allowed savings for full term of contract
  - How long would excess capacity exist

## Sacramento ALC Competition

- ➤ Workload for KC-135, Hydraulics, assorted A/C parts
  - >\$2B over 8 yrs
- ➤ Public Bidder Hill AFB (Ogden ALC)
- ➤ RFP stated that offeror had to provide detailed analysis
- ➤ Offeror also has to show history of reduced OH rates due to increased workload

## Sacramento ALC Competition

- ➤ Initially used top level model similar to ORI model
  - Same fixed vs. variable rate analysis
  - Source Selection team refuted this approach
- ➤ Offeror proposed new approach
  - Conducted regression analysis to predict the OH cost pools

## Sacramento ALC Competition

- > Used regression results to predict new rates
- > New rates integrated into actual proposal
- ➤ Discounted out-year savings

### Overhead And G&A Pools

#### PRODUCTION OVERHEAD.

- ➤ Shop Support Labor (100% Fixed)
- ➤ Shop Support Depreciation (100%)
- ➤ Indirect Material (0%)
- > Fuel (0%)
- ➤ Shop Support Equipment (35%)
- ➤ Shop Support Other (80%)
- ➤ Indirect Labor (30%)
- ➤ Indirect Other (50%)
- ➤ Defective Work/Spoilage (10%)
- ➤ Hazardous Materials (25%)
- ➤ Misc Material (50%)
- Example is MNI, claims 73% Fixed.

#### G&A POOL

- Civilian labor (35%)\*
- Fringes (16%)
- ➤ Materials (5.5%)
- > Other (43%)
- $\triangleright$  Depreciation (0.5%)
  - \* Percent of Pool

## Range of POH & GA Savings

#### **Production Overhead**

G&A

\$151,295,456 \$71,795,535 (Offeror A proposal submission of overhead savings)

\$34,079,217 100/66/33

\$29,999,710 100/50/25

\$25,686,897 75/50/25

\$12,911,765 50/25/00 \$36,277,972 100/90/80/70 . . 70

\$30,216,440 100/90/80 . . . . 20

\$20,530,832 100/75/50/25 . . . 25

\$17,527,284 100/80/60/40/20/00

\$14,650,773 100/75/50/25/00

> \$11,754,072 100/66/33/00

(100/66/33) represents percentage reduction from first year savings (FY00). POH savings limited to first three years of steady state (FY00-02). G&A savings allocated over full contract (8 years) if applicable.

# Sacramento ALC Competition Methodology

- > Strengths
- ➤ More in-depth
- ➤ Integrated discounting of out-year savings

### **Weaknesses** ▶

- Analysis conducted at too high a level
- Did not provide a "bottoms up" approach to building rates
- Regression based on past decreases does not address current capacity issues
- > Technical evaluation failed to confirm cost model in some areas

# Lessons Learned from Sacramento ALC Competition

- Analysis still conducted at too high a level
- Costs should be analyzed at RC/CC or shop level
- Analysis was better than that in the C-5 Competition, but still not accurate enough

# Propulsion Business Area Competition

- ➤ Workload for AF jet engine overhauls
  - ➤\$12B over 15 yrs
- ➤ Public Bidder Tinker AFB (OKC ALC)

# Propulsion Business Area Competition

- Analysis conducted using engineering build-up at the individual RC/CCs
  - ➤ Credibility greatly increased
- > Savings discounted in out-years

## Production Overhead Savings

	Scenario 1	Scenario 2	Scenario 3	Scenario 4
<b>Production Overhead</b>				
Labor	\$69,642,257	\$61,590,658	\$58,380,182	\$52,619,506
Material	\$814,060	\$721,408	\$683,422	\$615,261
Other	\$50,429,159	\$44,673,703	\$42,346,363	\$38,170,339
Total	\$120,885,476	\$106,985,769	\$101,409,967	\$91,405,106

- Scenario 1: Savings begin in FY99. Savings are not discounted...
- Scenario 2: Savings begin in FY00. Savings diminish 2% a year through FY13. Savings in FY13 are 78% of full savings amount.
- Scenario 3: Savings begin in FY00. Savings diminish 3% a year through FY13. Savings in FY13 are 69% of full savings amount.
- Scenario 4: Savings begin in FY00. Savings diminish 5% a year through FY13. Savings in FY13 are 54% of full savings amount.

## G&A Savings

	Scenario 1	Scenario 2	Scenario 3	Scenario 4
<b>General &amp; Administrative</b>				
Labor	\$38,188,802	\$34,216,596	\$32,437,939	\$29,246,446
Material	\$2,730	\$2,446	\$2,318	\$2,090
Other	\$51,540,650	\$46,176,831	\$43,775,043	\$39,465,450
Total	\$89,732,182	\$80,395,873	\$76,215,300	\$68,713,987

- Scenario 1: Savings begin in FY99. Savings are not discounted...
- Scenario 2: Savings begin in FY99. Savings diminish 2% a year through FY13. Savings in FY13 are 78% of full savings amount.
- Scenario 3: Savings begin in FY99. Savings diminish 3% a year through FY13. Savings in FY13 are 69% of full savings amount.
- Scenario 4: Savings begin in FY99. Savings diminish 5% a year through FY13. Savings in FY13 are 54% of full savings amount.

# Propulsion Business Area Competition

- > Strengths
- Grass-roots build-up much more accurate
- Discounting of savings considered

- **≻** Weaknesses
- No data to support discounting

# Overhead Savings Impact on Source Selections

	C-5	SAC ALC	PBA
OH Savings	\$160M	\$25M-\$70M	\$160.1M-\$210.6M
Total Eval Cost	\$300M	\$1.74B-\$1.79B	\$10.22B-\$10.76B
% of Baseline Cost	35%	2% - 4%	1% - 2%
Factor in Outcome	Yes	No	Maybe

### Conclusions

- Source Selection teams need an accurate, detailed model to evaluate overhead savings
- ➤ Model must be integrated with the actual proposal costs
- A study of these 3 cases is necessary to determine actual achieved savings

### Summary

- Researched concept of overhead savings & how it fits in to best value source selections
- Case study analysis of the methodology used in three recent source selections involving overhead savings

## Questions?